Calendar No. 806

99TH CONGRESS
2d Session

SENATE

REPORT
99-385

UNIVERSAL CHILD IMMUNIZATION ACT OF 1986

AUGUST 8 (legislative day, AUGUST 4), 1986.—Ordered to be printed

Mr. LUGAR, from the Committee on Foreign Relations, submitted the following

REPORT

[To accompany S. 1917]

The Committee on Foreign Relations to which was referred the bill (S. 1917) to amend the Foreign Assistance Act of 1961 to provide assistance to promote immunization and oral rehydration, and for other purposes, having considered the same, reports favorably thereon with amendments and recommends that the bill as amended do pass.

PURPOSE OF THE BILL

The purpose of the "Universal Child Immunization Act of 1986" is to authorize appropriations of additional foreign assistance funding for the Child Survival Fund and to assure that the additional resources will be directed primarily toward child immunization programs.

MAJOR PROVISIONS

The bill contains Congressional fundings which delineate the scope of the world-wide immunization problem. The bill cites the call of the World Health Assembly, the United Nations Children's Fund and the United Nations General Assembly for the nations of the world to commit the resources necessary to meet this challenge. The findings specifically note the fact that Congress has already expressed its expectation that the Agency for International Development will set as a goal the immunization by 1990 of at least 80 percent of the children in the countries in which the Agency operates. (Public Law 99-83, Section 710).

71-010 O

S383-7

In view of these findings, the bill urges the President to direct the Agency for International Development to work with other domestic and international agencies in the immunization effort. The President also is urged to enlist the support of the American people for public and private efforts to provide the resources necessary to meet the target of universal immunization by 1990.

Finally, the bill raises from $25 million to $75 million the authorization of the Child Survival Fund within the development assistance accounts for fiscal year 1987. This provision finally requires that not less than $50 million of that total amount be used for immunizations.

Committee Action

On July 31, 1986, the committee met to consider S. 1917, the Universal Child Immunization Act of 1986. The committee accepted an amendment offered by Senator Lugar to delete Section (3)(b), a provision which would waive the application of Section 620(e) of the Foreign Assistance Act, the "Hickenlooper Amendment," which requires a cut-off of all foreign assistance to any nation which nationalizes U.S.-owned property and fails to provide compensation. With this modification, the committee ordered the bill to be favorably reported to the Senate by a voice vote.

Background

Every year 4 million children die from vaccine-preventable diseases—polio, measles, whooping cough, diphtheria, tetanus, and tuberculosis. These diseases are virtually unknown in the developed world due to the great success of immunization programs. Another 10 million children die each year from potentially immunizable diseases and at least another 5 million children suffer permanent physical and mental disabilities, or are so severely weakened that they more readily succumb to the all too common ravages of malnutrition and diarrhea.

Participants in the World Health Assembly of 1974, including the United States, committed themselves to the goal of universal immunization of all children by 1990. This goal was adopted at a World Health Organization—UNICEF conference in 1978 and was subsequently endorsed by the United Nations General Assembly in 1979. In 1984, the "Bellagio Conference on Protecting the World's Children" (named for its location in Italy) endorsed the finding that the goal of universal immunization is achievable. Currently, however, less than 20 percent of the world's children are fully immunized and there is a broad consensus that a concentrated effort is required to achieve this goal.

UNICEF (the United Nations Children's Fund) is aggressively taking the lead on the immunization drive within the United Nations system. In the United States, Dr. Foege, the former Director of the Center for Disease Control (CDC) in Atlanta, has played a key role in the Task Force for Child Survival sponsored by the World Health Organization, UNICEF, the World Bank and the Rockefeller Foundation. Dr. Foege also played a major leadership role in the successful worldwide campaign to eradicate smallpox.

Various private organizations, such as Rotary International, are also committed to providing world-wide support.

Child immunization is also a high priority for the U.S. foreign assistance program. Congress created the Child Survival Fund within the development assistance accounts as a means of focusing resources on vital child survival activities such as immunization and oral rehydration therapy. Through the Agency for International Development (AID), the United States is planning to spend more than $40 million in its bilateral assistance programs for fiscal year 1986 for immunizations and related activities—which represents a substantial increase from past efforts. In February of 1985, AID established the "Child Survival Action Program" to enhance existing AID programs in this critical area.

In addition to these bilateral activities, the United States also provides substantial support for the multilateral organizations involved in this effort, including the World Health Organization and UNICEF.

Committee Comments

The committee views the issue of universal child immunization as a matter of high priority for the U.S. bilateral economic assistance program. The creation of the Child Survival Fund focused policy attention and funding resources on the entire area of child survival activities, but within that broad area the committee would like to provide additional focus on the immunization programs.

The committee notes its previous actions concerning this issue. In September, 1986, the committee favorably reported S. Res. 227, the Pell-Lugar resolution urging a joint United States-Soviet Union effort to achieve world-wide immunization by 1990. The Senate subsequently passed that resolution on November 5, 1986.

During Senate floor consideration of S. 960, the foreign assistance authorization, the committee accepted a floor amendment offered by Senator Bradley which became Section 305 of Public Law 99-83, the International Security and Development Act of 1985. Section 305 expresses the expectation of the Congress that the Agency for International Development will achieve the goal of immunization by January 1, 1991, of at least 80 percent of all the children in those countries in which the Agency has a program.

The committee notes that Congress has recognized in Section 305 that the distribution of vaccines and the salts for oral rehydration are major objectives of the health programs implemented by AID under the authority of Section 104 of the Foreign Assistance Act. These activities are a crucial complement to activities of the Child Survival Fund. In acting favorably on S. 1917, however, the committee intends that this additional funding authority be used to carry out the immunization goal set forth in Section 305.

In relation to the amendment adopted by the committee deleting Section 3(b), the committee notes that no country in the world is presently subject to the Section 620(e) prohibition against assistance which would be waived by Section 3(b) of S. 1917. The committee's decision to delete Section 3(b) will have no negative impact on the immunization programs which the committee strongly supports.

SECTION-BY-SECTION ANALYSIS

The first section contains seven Congressional findings. Findings 1 through 4 describe the dimensions of the immunization challenge. Finding 5 notes the call by the World Health Assembly, the Executive Board of the United Nations Children's Fund and the United Nations General Assembly for resources to meet the challenge. Finding 6 cites the "Bellagio Conference" determination that the goal of universal child immunization by 1990 is achievable. Finding 7 notes the expression by Congress of the expectation that the Agency for International Development will set as a goal the immunization by 1990 of at least 80 percent of the children in those countries in which the Agency has a program.

Section 2 calls upon the President, first, to support certain activities in relation to the bilateral immunization campaign. The President is asked to direct the Agency for International Development, working with the Center for Disease Control and other Federal agencies, to support activities such as the building of locally sustainable systems and technical capacities in developing countries and the development of indigenous professionals and institutions to further the immunization effort. Secondly, the President is urged to enlist the support of the American people for public and private efforts to provide the resources necessary to achieve universal access to childhood immunization by 1990.

Section 3 amends the Foreign Assistance Act of 1961 to raise the authorization from $25 million to $75 million for the Child Survival Fund in fiscal year 1987.

CHANGES IN EXISTING LAW

In compliance with Rule XXVI, paragraph 12 of the Standing Rules of the Senate, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

The Foreign Assistance Act of 1961 as Amended

* * * * * * *

PART I

Chapter 1—Policy; Development Assistance Authorizations

* * * * * * *

Sec. 104. Population and Health.—(a) * * *

* * * * * * *

(B) In addition to otherwise available for such purpose, there are authorized to be appropriated to the President $25,000,000 for fiscal year 1986 and **[**$25,000,000 for fiscal year 1987**]** *$75,000,000 for fiscal year 1987 (of which $50,000,000 shall be used to carry out paragraph (3) of this subsection)* for use in carrying out this paragraph. Amounts appropriated under this subparagraph are authorized to remain available until expended.

* * * * * * *

COST ESTIMATE

Rule XXVI, paragraph 11(a) of the Standing Rules of the Senate requires that committee reports on bills or joint resolutions contain a cost estimate for such legislation in the fiscal year it is reported and in each of the following 5 years. The Congressional Budget Office has prepared the following estimate for this bill.

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, August 4, 1986.

Hon. RICHARD G. LUGAR,
Chairman, Committee on Foreign Relations,
U.S. Senate, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the attached cost estimate on a bill to amend the Foreign Assistance Act of 1961 to provide assistance to promote immunization and oral rehydration, and for other purposes, as ordered reported by the Senate Committee on Foreign Relations on July 31, 1986.

Should the Committee so desire, we would be pleased to provide further details on the attached cost estimate.

With best wishes,

Sincerely,

RUDOLPH G. PENNER, *Director.*

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

1. Bill number: S. 1917.

2. Bill title: To amend the Foreign Assistance Act of 1961 to provide assistance to promote immunization and oral rehydration, and for other purposes.

3. Bill status: As ordered reported by the Senate Committee on Foreign Relations on July 31, 1986.

4. Bill purpose: This bill authorizes the appropriation of an additional $50 million in foreign health development assistance for fiscal year 1987. The additional appropriation is to be used by the Agency for International Development, in conjunction with other federal agencies, to combat childhood diseases through the continued development of immunization and rehydration programs.

5. Estimated cost to the Federal Government:

[By fiscal year, in millions of dollars]

	1987	1988	1989	1990	1991
Authorization amount	50				
Estimated outlays	6	16	10	7	4

Costs for this bill fall within budget function 150.

Basis for estimate

The estimate assumes enactment of this legislation by September 30, 1986, and subsequent appropriation of the additional authorized amount. The estimated outlay levels are determined by applying

the historic spendout rate of funds for development assistance programs to the additional authorization.

6. Financing mechanism: This legislation authorizes funding to be provided in subsequent appropriation acts. Such funding is discretionary and may be lower than the authorized amount.

7. Estimated cost to State and local governments: None.

8. Estimate comparison: None.

9. Previous CBO cost estimate: None.

10. Estimate prepared by: Kent R. Christensen.

11. Estimate approved by: C.G. Nuckols (for James L. Blum, Assistant Director for Budget Analysis).

Evaluation of Regulatory Impact

In accordance with Rule XXVI, paragraph 11(b) of the Standing Rules of the Senate, the committee has concluded that there is no regulatory impact from this legislation.

○